R4800-24

TEACHERS
The Governor of Tennessee last week was expected to sign the career-ladder plan that attracted nationwide publicity, while Florida officials prepared to implement what they call the nation's first statewide merit-pay plan.

See Pages 5 and 6.

STUDENTS
New studies of student values and behavior suggest that adolescents worry more about their performance in school than about anything else, and that prevention programs may be the most effective way to discourage drug use.

See Pages 8 and 10.

ADMINISTRATORS
With an eye to securing future support for their programs, state administrators of Chapter 2 block grants began during their first national meeting last week to develop a list of criteria they can use to measure the effectiveness of the new grants system.

See Page 13.

EDUCATION WEEK

American Education's Newspaper of Record Volume III, Number 23 · February 29, 1984

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House Committee Seeks Probe of N.I.E. Bidding

Panel Finds Violations In Award to Harvard

By Charlie Euchner

WASHINGTON—A Congressional subcommittee, which has concluded that the National Institute of Education committed "several apparent violations" of federal regulations in handling recent bidding for a major grant, has asked for a major probe of the N.I.E.'s management of past bidding.

In a letter to Charles A. Bowsher, the comptroller general of the General Accounting Office, the chairman of the Congressional panel said the N.I.E. acted illegally when it awarded Harvard University a contract to establish a center to study educational technology.

A spokesman for the G.A.O., the investigative arm of the Congress, said a decision about whether to conduct such an inquiry will be made after it completes another probe related to the circumstances surrounding the Harvard grant. That investi-

Continued on Page 18

Fla. Leaders Urge Multi-State Effort To Improve Texts

By Anne Bridgman

Political leaders in Florida, including Gov. Robert Graham, are moving to carry out an unusual mandate contained in a major state education bill that calls for the creation of an interstate consortium "to enhance the quality of instructional materials."

In a strongly worded letter sent this month to chief state school officers, legislators, state board of education members, representatives of the National Education Association, and publishers nationwide, the Florida leaders point to the "pervasive" influence of textbooks and other classroom materials on the educational process and say that their state's school-improvement efforts "have been impeded repeatedly by the declining quality of the instructional materials available for our students' use."

The letter—signed by Governor Graham,

Continued on Page 18

Cincinnati Settles 10-Year-Old Desegregation Case

N.A.A.C.P. Consents to Plan With 'Local Flexibility'

Benjamin Hooks, head of the N.A.A.C.P., which agreed to the Cincinnati plan. Mr. Hooks is also working with Louisville civil-rights leaders, above, to defeat a new busing proposal in that city.

By Carol Ellison
Special to Education Week

CINCINNATI—The National Association for the Advancement of Colored People, the Cincinnati Public Schools, and the State of Ohio this month apparently ended a 10-year-old desegregation case with a tentative settlement that allows the local school district to choose its own methods of desegregating its schools.

The Cincinnati case is the first in which the N.A.A.C.P. has consented to give a district such flexibility in methods for desegregation, negotiators for the civil-rights association said. But if the district fails to meet the numerical desegregation goals within seven years, the settlement gives the association the right to have the contract enforced by the courts.

Under the agreement announced on Feb. 16, the 51,000-student school district, which is about 57 percent black, must substantially reduce segregation in its schools by 1991, using an index that measures racial isolation by a districtwide standard. A federal-court hearing will be held halfway through the seven-year term to determine whether the district is progressing toward that goal.

The state will provide $35 million toward the development and expansion of the desegregation methods identified in the plan. Those methods include magnet schools, upgraded remedial programs in schools with large proportions of low-achieving students, and a community-education program.

The agreement has been approved by the Cincinnati and state boards of education. It is expected to be entered with the U. S. District Court here following an April 6 hearing at which Judge Walter Rice will determine whether the plaintiffs believe they were adequately represented by N.A.A.C.P. negotiators.

'Voluntary Choices'

In announcing the agreement, Judge Rice said, "There's cause to believe that the wide variety of voluntary choices available under the settlement will make it unnecessary for any child to ride a bus except by choice."

Thomas I. Atkins, chief counsel for the N.A.A.C.P., said, "That is the district's hope. We don't disagree that they can try it. But it's deceptive and inaccurate to suggest that that's the only way it can get done."

Mr. Atkins added, "This is not a voluntary plan. It is a fairly precise set of requirements with the techniques [for desegregation] being left to the local school district."

The Cincinnati agreement, Mr. Atkins said, does not signal a shift in the N.A.A.C.P.'s approach to desegregation

Continued on Page 17

Magnet Schools: The New Hope for Voluntary Desegregation

But Effectiveness Debated, Despite Federal Endorsement

By Peggy Caldwell

For much of the past few years, reflecting general concerns about the quality of public schooling, discussions of magnet schools have centered on their potential for providing intensive instruction in such subjects as science and mathematics, serving as models of effectiveness, and increasing family choice within the public system.

But in recent weeks, settlements in cases involving Bakersfield, Calif., and the Ohio cities of Lima and Cincinnati have once again directed attention to these specialty schools as they were originally conceived—as tools for desegregation.

The three negotiated settlements share one common element: They do not require the mandatory cross-district reassignment of students, depending instead on voluntary measures for desegregation. Chief among those measures in each case is the establishment of specialty schools—characterized by theme-oriented curricula and voluntary-enrollment policies—that are intended to draw a diverse group of students from all over the district, thus, the planners hope, alleviating racial imbalances in neighborhood schools as well.

NEWS ANALYSIS

Despite periodic complaints (usually from principals of nonmagnets) that magnet schools are elitist and skim off the best students, the educational value of the magnet concept is generally accepted, according to researchers and other observers, particularly where planners take pains to make the specialty schools inclusive and of service to other schools in the district. But their utility as the sole tool for desegregation remains a matter of considerable debate. Civil-rights activists and many scholars have long held that voluntary measures alone cannot effect a significant degree of desegregation in most school districts. And if "significant" is construed as meaning approximate racial balance in every school building, there was ample evidence to back up their position.

"Two years ago, it [voluntary desegregation] was supposed to have been kind of a dead letter," says Mark A. Smylie, a research associate at Vanderbilt University's Institute for Public Policy Studies and author of a 1982 study of desegregation techniques. "There was good consensus out there as to what works and what doesn't work."

The available research, case studies, and interviews with scholars who have examined desegregation suggest that if the goal is approximate racial balance in every

Continued on Page 15

IN SUMMARY

Improving Teaching in Vermont . . .
The state is developing a program to train college graduates with liberal-arts degrees to become teachers. **Story on Page 7.**

. . . And in New Hampshire
A statewide committee has recommended opening new avenues into teaching for liberal-arts graduates. **Story on Page 7.**

Student Records Returned
A judge orders records seized by police in a drug investigation returned to school officials in Summit, N. J. **Story on Page 10.**

More Power for Teachers' Unions
The U.S. Supreme Court rules that non-union faculty may be barred from a formal role in campus policymaking. **Story on Page 12.**

Vocational Reauthorization Gains
Members of a House education subcommittee approve a $1.5-billion measure with some new amendments attached. **Story on Page 12.**

Endorsing Bilingual Education
Secretary Bell tells a group of bilingual educators that foreign-language study should be a national priority. **Story on Page 12.**

A Controversy Over Busing in Louisville . . .
Local civil-rights leaders threaten to go to court to halt a new busing plan proposed by the school superintendent. **Story on Page 14.**

. . . and a New Plan for Boston
The superintendent proposes a districtwide reorganization to end the court's involvement in managing the schools. **Story on Page 14.**

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THE WEEK

FEDERAL

N.S.F. To Appoint Science Education Advisory Committee

The National Science Foundation has announced the establishment of an advisory committee on science and engineering education. There will be up to 20 members on the committee, including experts in various fields of science and engineering and and representatives of industry and nonprofit organizations.

The mission of the committee, which will be appointed this spring, will be to assess and evaluate the condition of science education, to make policy and planning recommendations, to evaluate program performance, and to establish a mechanism by which the foundation can communicate with schools and other agencies. The members will be appointed by Laura P. Bautz, acting assistant director for science and engineering education.

STATES

Calif. Legislature Considers Reforms In School Financing

An omnibus bill that would provide California schools with about $600 million more than Gov. George Deukmejian has proposed and would launch new programs in student writing and teacher training has received its first hearing in the legislature.

The Assembly Education Committee deferred for one week a vote on the 69-page bill by Senator Gary K. Hart, a Democrat from Santa Barbara who offered a school-finance reform measure that is more sweeping than that enacted last year.

Senator Hart said that his new legislation would restore about $300 million that the Governor did not include in second-year funding that had been projected in the 1983 law. Governor Deukmejian, in his 1984-85 budget, proposed an additional $900 million for schools—with funds for such reforms as a longer school year—but pared a projected 5.9 percent cost-of-living increase to 3 percent.

The current measure by Senator Hart would boost schools' cost-of-living increase to 5.9 percent and would appropriate nearly $300 million in additional funds for new programs and expenditures. They include financial incentives to school districts to strengthen writing classes in grades 5, 6, 9, and 10, as well as funds to replace "outdated, dilapidated" science equipment in high schools and to establish training institutes for outstanding, specially recruited teacher candidates and principals at University of California campuses.

Marian Bergeson, a Republican member of the Assembly, suggested that there is time for "further negotiations" on such features of Senator Hart's bill as his proposed 5.9 percent cost-of-living increase. Ms. Bergeson said funding decisions delayed until passage of the state budget this summer will hamper local school administrators' planning for next year.

Texas Plans To Back Education Bonds With School Fund

Texas education officials are seeking approval from the Internal Revenue Service to back all public-school bond issues with the state's $4-billion Permanent School Fund.

"The fund would be used as collateral to help raise the rating on local bonds so that they can be issued at lower interest rates," said Jim M. Hooks, the fund's investment officer.

Education officials have garnered wide support for using the education fund as collateral for bonds. Last November, state voters approved a constitutional amendment that would allow the education fund to be used to back the bonds.

The program provides a "tax savings for people in the state," Mr. Hooks said. "It allows districts to issue bonds at much more favorable rates."

He added that there is "no risk to the fund" if a district defaults. Texas districts have an excellent payment record, he said; moreover, the money would have to be paid back immediately with interest or it could be withheld by the state.

The state's 1,070 districts seek an average of about $400 million to $500 million per year in bonds, but the program would allow districts to borrow up to twice the amount that is in the fund—$8 billion, according to Mr. Hooks.

Minnesota Holds Town Meetings On Education

After hearing the recommendations of numerous national and state commissions on education, Minnesota citizens got a chance this month to present their views in a weeklong "Minnesota dialogue on education" sponsored by the state education department.

Of the state's 435 school districts, 308 agreed to hold town meetings, according to Laura Zahn, executive aide to Ruth E. Randall, state commissioner of education. The idea for the meetings grew out of Ms. Randall's conviction that "the people closest to the decision should be involved in the process" of making decisions, Ms. Zahn said.

The districts that agreed to hold the meetings were asked to have participants hold small-group sessions and also to have an "open microphone" period. Their recorded comments were sent to the state education department.

The commissioner also asked principals and teachers to spend 30 minutes talking with students about the needs of schools and education.

A preliminary report of the results of the meetings is expected by April.

A final version that will be available to the public will follow.

Illinois Students Need Improvement In Writing Skills

Illinois students can correctly answer multiple-choice questions about grammar but have trouble applying that knowledge when they write, a report on the state's first assessment of writing has concluded.

The writing assessment was part of the state board's second annual comprehensive analysis of student achievement.

This year, actual writing samples were added to its study of standardized tests.

A sampling of 7,200 students from 4th, 8th, and 11th grades found that 73 percent of the high-school juniors could write a "minimally developed" essay, but only one-fifth of them reached the level of a "well developed" paper.

About half of the 8th graders wrote minimally developed essays, compared with about one-third of the fourth graders. Only 12 percent of 8th-grade students and 3 percent of fourth graders attained the top writing level.

For the writing test, students were given 25 minutes to write a persuasive essay on the proposition: "If we could unplug all the T.V. sets in America, our children would grow up to be healthier, better educated, and more independent human beings."

One conclusion drawn from the study was that "8th- and 11th-grade students who reportedly watched television less that one hour per day perform better than students who watch T.V. more frequently."

According to Carmen Chapman, coordinator for the project, some surprises greeted those scoring the essays.

"We asked the students to illustrate their position and one kid took us literally and drew a picture," Ms. Chapman said. "Another paper was written in Korean."

Other essays, she said, contained language not usually associated with standard English.

The essays were scored by 60 English teachers from across the state, who underwent training before grading the papers.

A six-point scale was used to rate the essays in four categories: focus, how well the student took a position and stuck with it; support, how well

the student backed up that position with examples and arguments; organization; and mechanics.

Texas Suit Nets Millions in Aid To Local Schools

Gov. Mark White of Texas announced earlier this month that the money awarded to the state in a lawsuit against the federal government over offshore oil and gas leases would be used to support local schools.

U. S. District Judge Robert Parker ruled recently that the state was entitled to half of the increased value of the federal government's offshore gas and oil leases.

With accrued interest, that state can expect to receive at least $300 million, according to Janis Monger, a spokesman in the Governor's office.

By law, $215 million of the total amount would go automatically to the state Permanent School Fund, an endowment that produces interest income used to defray pubic-school costs.

Ms. Monger said the money is being held in escrow and has earned $85 million in interest which could go directly to the schools with legislative approval.

The money is being held by the Interior Department, according to Ms. Monger, until federal officials decide whether they will appeal the court's decision.

She said the state legislature will decide ultimately how the schools are to use the money.

Connecticut District Told To Comply With School Bilingual Plan

A federal district judge last week ordered the Bridgeport, Conn., board of education to comply with a bilingual-education plan for the Elias Howe Elementary School. The plan calls for Spanish-speaking students to be taught in both languages and non-Spanish-speaking children to be taught Spanish.

In a consent decree, U. S. District Judge Ellen B. Burns directed the board of education to implement a two-way bilingual "cluster" pilot program in which limited-English-proficient students and English-speaking students in grades K-4 will be taught every subject in both English and Spanish, according to Rosaria Esperon, the plaintiff's lawyer, who is with the Puerto Rican Legal Defense and Education Fund.

The suit, *Puerto Rican Coalition of Connecticut Inc.* v. *Bridgeport Board of Education*, was filed two years ago on behalf of six students at the Elias Howe Elementary School. The plaintiffs charged that the school was graduating functionally illiterate students. Also named in the suit were the principal of the elementary school, the state board of education, and the commissioner of education.

Judge Burns cleared the way to the settlement last month by making the litigation a class-action. She certified the six original plaintiffs as representative of the class of children of Puerto Rican origin who attend the elementary school and who come from homes in which Spanish is the primary language. according to Carrie Kaas, Judge Burns's assistant.

The bilingual-education plan is to be instituted during the 1984-85 and the 1985-86 academic years, after which the board of education will be responsible for evaluating the effectiveness of the plan and determining whether it should be continued, Ms. Kaas said. In addition, Judge Burns indicated that if the plaintiffs can prove at the termination of the two-year trial plan that the defendants have not complied with it, they may request a new hearing.

Furor Over Paper 'Deaths' in District Dies Down

Mark Twain has some kindred spirits these days at a Louisiana school district, where a number of employees have had to tell the Internal Revenue Service that, in the words of the 19th-century writer, the reports of their deaths were greatly exaggerated.

The tax records of the 6,800 employees in the East Baton Rouge School Parish appear to indicate that many of them died last year. When the employees received the records from the district last month, they were "stirred up" and worried about their status with the federal government, a parish employee says.

The confusion is a result of changes in the financial-disclosure requirements brought about by President Reagan's 1981 tax-reform package. That law removed a provision that prohibited employees who participated in pension plans from investing in individual retirement accounts.

With the pension restriction eliminated, employers now need new W-2 forms, the official records of employees' earnings and tax payments. The new forms no longer require employers to indicate whether workers participate in pension plans.

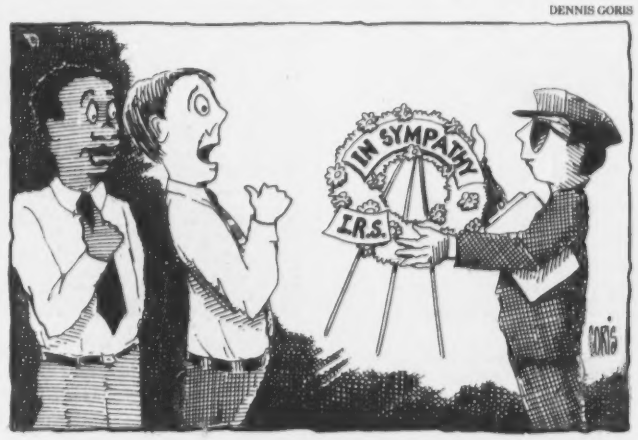
When East Baton Rouge officials did not receive the new forms right away, they decided to use the old forms as a guide when they programmed a computer to print financial information on the W-2's. And even though they were not required to, they also programmed the computer to print out pension information.

When the new forms were printed from the program based on the old forms, many W-2 forms appeared to have X's by the "deceased" question. That's what got the employees upset.

James E. Champagne, the chief accountant for the parish, says that the furor has subsided and that the information the parish sent to Washington is completely accurate.

"After we sent a memo to [school officials], things calmed down," he said. "Some people called the I.R.S. and said they were *not* deceased . Some people were just trying to stir this up a lot . . . to discredit the school board."

DENNIS GORIS



DISTRICTS

Cleveland Schools File Suit Over Asbestos Removal

The Cleveland school system has sued 28 manufacturers and vendors of asbestos-containing building materials. The suit, filed this month in a state common pleas court, asks $20 million to pay for removal and containment of the hazardous substance and $20 million in punitive damages.

The district "has been very alert in terms of complying with federal requirements" concerning inspection of school buildings, said Robert E. Sweeney, one of the system's lawyers. Corrective action has been taken in 30 of the city's 150 schools, with an undetermined amount of work yet to be done.

In addition, Mr. Sweeney said, the system has incurred costs in training maintenance workers in techniques of detecting, containing, and removing asbestos, and in protecting students and employees while the work is going on.

Some of the system's worst buildings are among its newest, the lawyer said. Asbestos-containing materials were often used in the 1960's for fireproofing in the spaces above dropped ceilings, where the crumbling substance could easily get into the heating and air-conditioning system.

And, in an attempt to reduce noise in such large rooms such as libraries and cafeterias, contractors often sprayed the substance, mixed with glue, onto ceilings. After 15 years or so, the glue has begun to deteriorate, permitting the asbestos to flake, he said.

"I don't believe taxpayers should shoulder these costs, nor should districts from their tight budgets," Mr. Sweeney said.

The suit is one of several filed by school districts—including Philadelphia and Los Angeles—in the past two years. None of the cases has yet been ruled on.

Chicago Students To Tutor Youths In Reading, Math

The Chicago Board of Education will pay 280 high-school pupils to tutor 2,500 6th-, 7th-, and 8th-grade students in reading and mathematics next semester as part of a plan to raise test scores.

The program, which will be paid for with $400,000 in Chapter 2 funds, will begin next month. High-school sophomores and juniors will be paid the minimum wage to work one hour a day with younger students and spend another half-hour to learn tutoring skills, according to Lloyd Mendelson, director of the bureau for special programs.

The student tutors, to be selected by their principals, will be chosen on the basis of their academic records and their communication skills, Mr. Mendelson said.

The pilot project will involve one high school and one elementary school in each of the school system's 20 districts. It is based on a youth work-employment program initiated last summer, Mr. Mendelson said.

11 Firms To Provide Management Training For D.C. Schools

A group of 11 major corporations is launching a management institute for school administrators in Washington, D.C., school officials announced this month.

"Operating effective schools requires finely honed management skills as well as instructional leadership, so our school system has called upon the management experts—the business community—to share their training talents with our principals and administrators," said Floretta D. McKenzie, superintendent of schools for the District of Columbia.

Industry representatives will conduct training sessions about twice every month for three years. They will teach school officials to analyze trends, to manage human and fiscal resources, to motivate staff members and pupils, and to improve staff development, according to Janice Cromer, communications director for the school district.

Participating staff members will be able to complete three levels of training: introductory, intermediate, and advanced. Those who finish the three levels and work as co-instructors will ultimately become "certified" instructors to assume the management training responsibilities for the school system, she explained.

"We have heard so much about the effective-schools research on principals as instructional leaders, but we felt that our educators were well-equipped in the instructional areas," Ms. Cromer said. "But they never have had the management training that business is so skilled at."

Participating firms include Marriott Corporation, Martin-Marietta, AMTRAK, American Telegraph and Telephone Company, Xerox, International Business Machines Corporation, Control Data, The Acacia Group, Arthur Young and Company, and The Chesapeake and Potomac Telephone Company.

The American Society for Training and Development assisted the school system in lining up the corporate sponsors. The school district also received some suppport from the Edna McConnell Clark Foundation in New York City and the Community Foundation of Washington to start the project, school officials said.

Many New Teachers In N.Y.C. Quit During First Year

About 2,000 of New York City's 6,800 new teachers already have quit their jobs this year, often because of the difficult working conditions in the urban schools, according to officials for the district and the local teachers' union.

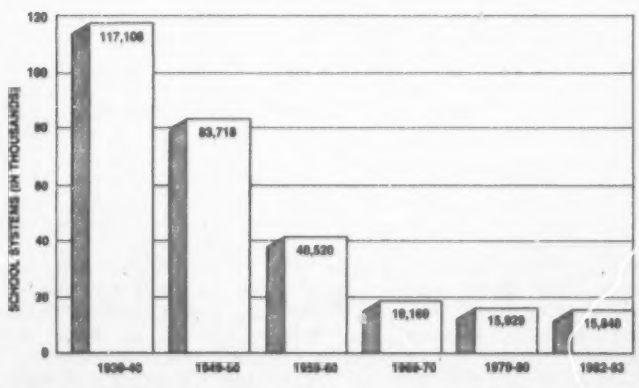
The district hired more new teachers last fall than at any time since the city faced bankruptcy in 1975. A spokesman for the United Federation of Teachers said between 2,000 and 3,000 new teachers "at maximum" have been hired annually since 1975.

The district hired more teachers this year because of the introduction of all-day kindergarten classes in all of the city's elementary schools and an increase in the special-education courses offered, said spokesmen for the district and the United Federation of Teachers.

Robert H. Terte, spokesman for the district, said 775 of the new teachers did not show up for the first day of classes and another 1,393 have left the district since then. But he said the figures were not surprising since between 10 and 20 percent of all new teachers nationwide quit in their first year.

The Week Continues on Following Page

Number of U. S. Public School Systems: 1939-40 to 1982-83



SOURCE: NATIONAL CENTER FOR EDUCATIONAL STATISTICS

DATABANK

Education and Politics: A Sampling of Public Opinion

The following are selected polls of the public's opinions on education. Some reflect the relative importance of education among public-policy issues of the day. Others gauge support for specific proposals, such as prayer in the schools. And some note changes in opinions over time. The material was assembled by the Roper Center for Public Opinion Research, a nonprofit organization at the University of Connecticut. (Reprinted with the permission of the Roper Center.)

Time/Yankelovich, Skelly and White Poll
Dec. 1983 Survey

How much influence would a Presidential candidate's stand on each of the following issues have on your decision to support that candidate? A lot of influence, a little influence, or no influence?

	A lot	A little	No	not sure
Abortion	33%	37%	27%	3%
Gun control	42	40	17	1
Environmental protection	52	41	6	1
The Middle East	60	31	6	3
Inflation	79	19	1	1
Communism	66	28	6	—
Dealing with the Soviet Union	73	23	3	1
Taxes	72	23	3	2
Military spending	64	31	3	2
Education	73	25	1	1
Central America	46	44	6	4
Arms control	62	33	4	1
Women's rights	46	44	9	1
Unemployment	74	23	2	1
Health care	61	35	3	1
Prayer in school	44	34	20	2
Poverty	62	33	4	1
Government spending	71	25	2	2
International trade	42	49	6	3

Do you favor or oppose each of the following?

	Favor	Oppose	Don't know
Banning abortion	35%	54%	11%
Gun control laws	44	50	6
Allowing prayer in schools	72	18	10
Bringing back the death penalty	69	22	9
Passing the Equal Rights Amendment for women	67	26	7
Reducing the size of government	73	18	9
More attention to family values through legislation	59	32	9

WIDE WORLD

UPI

President Reagan and Walter F. Mondale, champions of widely differing views on how to address education issues.

Gallup Organization Poll
for *Newsweek*
Aug. 1983 Survey

How important to you will the following issues be in the next year's Presidential campaign?

	Percent saying an issue would be "one of the most important." Total	Men	Women
Economic conditions in the country	80%	80%	80%
Relations with the Soviet Union	41	44	39
Defense spending	57	60	54
The quality of public education	62	58	65
U.S. Nuclear weapons policy	54	50	58
Sex discrimination and the problems of women	32	27	38

Los Angeles Times Poll
Dec. 1983 Survey

What issue is most likely to affect the way you will vote in the Presidential election next November?

	Democrat	Independent	Republican
Unemployment	16%	13%	12%
Inflation	—	9	9
Interest rates	2	1	3
Budget	3	4	7
Economy	5	8	8
Foreign affairs	13	13	13
Defense	4	5	6
Nuclear weapons	9	10	9
War	8	5	6
U.S.S.R.	2	1	1
Taxes	3	3	3
Program cuts	2	2	1
Education	1	1	1
Elderly	3	2	3
Imports	0	1	0
Civil rights	1	1	0
Farming	0	1	0
Other	4	4	4
Don't know	17	16	14

ABC News/*Washington Post* Poll
Dec. 1983 and Sept. 1981 Surveys

How much confidence do you have in these intitutions in American society?

	Dec. 1983	Sept. 1981
The banks		
Great deal	19%	23%
Quite a lot	27	29
Some	35	31
Very little	17	16
No opinion	1	1
The military		
Great deal	32	26
Quite a lot	34	26
Some	23	29
Very little	10	17
No opinion	1	3
The public schools		
Great deal	14	19
Quite a lot	26	25
Some	38	30
Very little	21	24
No opinion	1	2
The American family		
Great deal	35	NA
Quite a lot	31	NA
Some	24	NA
Very little	10	NA
No opinion	1	NA
Labor unions		
Great deal	8	NA
Quite a lot	10	NA
Some	33	NA
Very little	46	NA
No opinion	3	NA
The Congress		
Great deal	9	14
Quite a lot	17	22
Some	43	41
Very little	29	21
No opinion	2	3
Big business		
Great deal	10	9
Quite a lot	22	17
Some	36	40
Very little	30	31
No opinion	1	3
Organized labor		
Great deal	—	12
Quite a lot	—	17
Some	—	35
Very little	—	32
No opinion	—	4

NA–Not asked.

Time/Yankelovich, Skelly and White Poll
Dec. 1983 Survey

Here are some goals for the nation that will be important in the 1984 election. Please indicate how important you consider each one to be on a scale from 1 to 6 where 6 is at the top of the scale and means very, very important and 1 is the bottom of the scale and means not important at all.

Do you feel the Republican Party or the Democratic Party would do a better job in handling these issues or don't you think there's any real difference between them?

	Very important 6	5	4	3	2	Not important 1	Not sure	Republican	Democrat	No difference	Don't know
a. Providing jobs for the unemployed	61%	18%	11%	7%	2%	1%	—	18%	42%	29%	11%
b. Keeping inflation under control	55	25	13	5	1	1	—	44	23	23	10
c. Balancing the budget	42	20	19	11	4	2	2	33	22	31	13
d. Reducing the amount of crime	49	21	16	10	2	1	1	20	22	41	16
e. Reducing waste and inefficiency in government	54	22	14	6	1	2	1	32	24	32	12
f. Helping the poor	46	20	14	11	5	2	1	14	57	22	8
g. Keeping our defense strong	55	20	13	8	2	1	1	48	19	24	9
h. Reducing the risk of nuclear war	67	13	9	5	2	2	2	24	32	33	11
i. Improving our economic position in the international marketplace	31	27	23	12	3	1	3	35	24	28	13
j. Protecting the environment	43	22	21	9	2	1	2	14	42	31	13
k. Providing quality education	60	23	9	4	2	1	1	18	38	33	11
l. Providing quality health care	51	20	16	7	3	2	1	14	46	28	12
m. Protecting traditional American values	41	20	18	11	5	3	2	30	24	34	12
n. Stopping the spread of communism	51	15	13	10	5	4	2	36	19	33	12
o. Insuring the rights of women and minorities	38	20	20	12	5	3	2	12	50	27	11
p. Dealing effectively with the Soviet Union	53	24	12	5	1	3	2	33	25	30	12

ABC News Poll
Dec. 1983 Survey

Do you think progress has or has not been made in solving the problems in the nation's schools in the past year or so? What about the coming year?

In the past year:	
Progress	48%
No progress	45
No opinion	7
In the coming year:	
Will make progress	67%
Won't make progress	27
No opinion	5

Magnet Schools Are Offering New Hope for Voluntary Segregation

Continued from Page 1

school building in a district, voluntary techniques alone will not succeed; researchers have identified no district that has accomplished this. But the evidence also indicates that magnets can be "a powerful tool," depending on a number of factors, including the size and racial composition of the school district, the themes and policies of the alternative schools, and such intangibles as district leadership.

"In some situations, at least initially, I think you can get some improvement in the desegregation picture through voluntary techniques," says Eugene C. Royster, an education professor at the University of Rochester and principal author of two 1979 studies of magnet schools. "But in general, I would say the evidence seems to indicate that voluntary techniques alone, without some type of mandatory backup system, do not provide a significant degree of desegregation."

The U. S. Justice Department, however, "continues to believe that school systems can be desegregated by voluntary means that eliminate racial isolation and improve education programs," according to a statement released by Assistant Attorney General William Bradford Reynolds at the time of the Bakersfield settlement.

The department's civil-rights division did not respond to repeated attempts over the past two weeks to obtain, from Mr. Reynolds or his aides, elaboration on its position and comments on research findings.

New Hypotheses

Many scholars, while not endorsing the Justice Department's position, are now re-examining the evidence and hypothesizing that voluntary methods can work under a broader range of conditions than they previously thought.

See related story on this page.

Two of the most important factors to consider, according to researchers, are how much desegregation is enough and whether the threat of mandatory reassignment is needed to make magnets "magnetic." The recent settlements illustrate different approaches to these basic questions.

The Cincinnati plan, negotiated by the National Association for the Advancement of Colored People, calls for a districtwide reduction of racial isolation, as measured on a scale known as the Taeuber Index; it permits substantial variation in the racial composition of individual schools, so long as the districtwide score remains at a specified level.

Christine Rossell of Boston University is studying the effects of voluntary plans.

The agreement stipulates that the courts may enforce the contract by ordering mandatory measures if the numerical goal is not attained within seven years through voluntary transfers.

In contrast, the Bakersfield and Lima settlements, negotiated by the Justice Department, suggest that the racial composition of each school roughly reflect the districtwide enrollments, within a range of 15 percentage points for Lima and 20 points for Bakersfield, at the end of three years. But the agreements do not require strict adherence to these relatively ambitious goals, stipulating only that the districts make good-faith efforts to reach them.

Research Findings

Although magnet schools have attracted the attention of researchers since their inception in the mid-1960's, there have been few empirical nationwide studies that directly address their potential for desegregation.

The most recent and comprehensive of these was completed last fall by James H. Lowry & Associates and Abt Associates Inc., working under contract to the U. S. Education Department.

In examining 1,019 magnet schools in 138 urban districts nationwide, the Lowry/Abt researchers found that 40 percent of the districts that developed magnets for the purpose of aiding districtwide desegregation "do have positive results."

"Complete desegregation is not generally accomplished in these districts, but successful use of magnets has reduced the percentage of students in racially isolated schools from an average of 60 percent to less than 30 percent," says a report on the study. "The districts showing the most progress in districtwide desegregation using magnets employ a variety of methods both voluntary and involuntary, as part of a total desegregation plan, including pairing, rezoning, two-way busing and mandatory assignment."

The district in the Lowry/Abt study that was most successful with magnets, the researchers found, still was unable to desegregate all its schools. Identified fictitiously as "Foundry City" in the study, the district is located in the Northeastern U. S. and is 47 percent black. It relies almost totally on 21 magnets to comply with a federal desegregation

Continued on Following Page

Case Studies of Magnet Schools: When Do They Work Best?

Case studies of magnet schools support recent research findings suggesting that the smaller and more compact a school district is, the greater the promise of purely voluntary desegregation. As Mark A. Smylie of Vanderbilt University puts it, "If you've got one or two schools out of whack, you can put magnets there and solve your districtwide problem. It gets more difficult the more minority students you have and the more schools you have."

And the presence of a numerical goal—enforceable through mandatory means if voluntary methods fail—also appears to be a powerful influence on the relative success of magnets.

The large urban districts generally considered most successful with magnets have made substantial progress through voluntary measures, but have either resorted to mandatory busing to achieve approximate racial balance in each school or left some schools racially isolated.

Some examples:

• **Montclair, N. J.,** a 5,800-student district, was able to eliminate mandatory busing with a comprehensive magnet-school program that was developed beginning in 1974. Each school now reflects, within 10 percentage points, the racial composition of the district, 47 percent of whose students are members of minority groups.

Montclair has at least one special program in each of its schools, ranging from science and technology to an arts magnet, says Judith H. Wilcox, acting assistant superintendent for instruction. "Deciding which magnets would appeal to the community we serve and where to put them was critical," she adds.

The program was developed because of community displeasure with a court-ordered mandatory busing plan that required the transportation of about 1,400 students. The district now transports twice that many pupils, but, Ms. Wilcox says, they go willingly.

"A program of this type requires tremendous, tremendous commitment on the part of the board, the superintendent, and the community," she says. "To believe that this was immediately accepted and welcomed with open arms is folly. It took time, support and diligence.

"With the endorsement and support of the community, it can work anyplace," she adds. "I suppose size does play a role, but I think in some cases it has been used as an excuse for something not working."

• **Milwaukee** public-school officials, for example, credit magnet programs with bringing the proportion of students in racially balanced schools from 12 percent prior to 1976 to about 85 percent now, exceeding the court-ordered minimum of 75 percent, according to David A. Bennett, deputy superintendent. (A racially balanced school, as defined in that city's court order, is one that is between 20 percent and 60 percent black. About 48 percent of Milwaukee's 88,000 students are black.)

The city has about 40 magnet programs, in which approximately one-third of its students participate. But about 20 of the district's 135 schools remain racially identifiable, or outside the court guidelines.

"I'm very confident that this approach realized the maximum amount of desegregation possible," says Mr. Bennett.

• **Buffalo,** similarly, has been able to make substantial headway toward meeting court-ordered desegregation requirements through the use of magnets, which now make up 37 percent of all the schools in the system—the largest concentration of magnets in any U. S. school district, according to Buffalo's superintendent, Eugene Reville.

Buffalo's 1976 court order went further than Milwaukee's, requiring that *all* schools be racially balanced; the racial composition of each school must be between 30 percent and 55 percent black. The district has a total enrollment of about 46,000 students, 49 percent of whom are black.

About 80 percent of the city's schools met this goal, according to Mr. Reville, but in 1981, the judge presiding over the case ordered that about 3,200 students be involuntarily reassigned to complete the process. "If we had been given more time, we believe we could have done it [completely on a] voluntary basis," Mr. Reville says. "I've heard you can't, but that's just not true. They move, and they move in large numbers. . . . It probably is a lot more difficult and time consuming than just writing up a plan and doing it. But in the long run it provides stability."

• **Cincinnati,** which heretofore has not been under court order, also has an extensive system of magnet schools. This year, about 15,000 of the district's 51,000 students are enrolled in 21 magnet programs ranging from Montessori schools to programs stressing foreign languages and international studies. While most of the magnets roughly reflect the districtwide racial composition (57 percent black and 43 percent white), many neighborhood schools and a few alternative schools are imbalanced.

According to the local branch of the National Association for the Advancement of Colored People, out of the district's total of 88 schools, 21 remain 80 percent or more black and eight are 80 percent to 100 percent white. The negotiated settlement reached this month calls for the creation of new magnets and the correction of racial imbalances in some existing schools.

• **Philadelphia** has also tried to desegregate through voluntary means, but with far less success. According to the Pennsylvania Human Relations Commission, which is seeking mandatory desegregation measures in Philadelphia, only 14 percent of the city's schools were integrated as of April 1983, after 20 years of voluntary programs. Documents from the district present a somewhat more optimistic picture, indicating that the proportion of students attending desegregated schools increased from 15.6 percent in 1976-77 to 30 percent in 1980-81, the most recent year covered. —P.C.

MAL KISHNER/COURTESY OF MILWAUKEE PUBLIC SCHOOLS

Milwaukee's Golda Meir School, built in 1890 and attended at one time by the late Israeli prime minister, is now a racially balanced magnet for gifted 3rd-5th graders.

Magnets: Growing Desegregation Role

Continued from Preceding Page

order. "Foundry City nearly succeeds in this attempt," the study says. "It leaves about 20 percent of its 47,757 students racially isolated, but this is a tremendous gain relative to perhaps 60 percent isolation a decade ago."

Variations in Emphasis

The Lowry/Abt researchers selected a nationally representative sample of 15 school districts for closer examination. Seven developed their magnets with districtwide desegregation objectives in mind; two placed "considerable emphasis" on magnets but also employed mandatory desegregation techniques such as busing, pairing, and rezoning; and the remaining six used magnets "as a smaller part of their desegregation plan."

The study found that seven of the 15 districts attained "high levels of systemwide desegregation." Of these, two placed a very high emphasis on magnets as a component in their desegregation plan, two a moderate emphasis, and three a low emphasis. These last three ranked as the most successful in desegregating their schools. And two of them relied mainly on mandatory desegregation methods such as busing.

The study also found that of the eight districts that attained a low level of systemwide desegregation, four placed a high emphasis on magnets.

Nevertheless, the study concluded that "systems can desegregate quite comprehensively by relying heavily on magnets or by other means."

"The best or highest desegregation level was attained in seven systems that used a combination of tools, including magnets," the researchers said. "In these districts, pairing, rezoning, two-way busing, and mandatory assignments are [reinforced] in one sense and eased by magnets in another sense."

Mandatory Measures

Those findings are generally consistent with a 1982 study conducted by Mr. Smylie of Vanderbilt University. That analysis of enrollment data from 49 large school districts using a variety of techniques for desegregation found that mandatory reassignments were more likely than voluntary measures to reduce the number of racially identifiable minority schools (those enrolling 90 percent or more from minority groups). In some of the districts studied, the number of racially isolated schools actually increased under voluntary desegregation plans.

In districts with mandatory plans, the results showed, individual schools were also far more likely to reflect the racial composition of the district as a whole. And, Mr. Smylie found, districts using mandatory plans tended to maintain higher levels of desegregation over time than did districts using voluntary techniques alone.

Research in the late 1970's, also conducted under the auspices of Abt Associates, reached similar conclusions. According to Christine Rossell, one of the investigators for that project, that study found that voluntary techniques alone are relatively ineffective in desegregating districts in which members of minority groups make up more than 30 percent of the student population.

Ms. Rossell, a professor of political science at Boston University, now points out, however, that her earlier work for Abt covered only the first two years of desegregation in the 18 districts studied. She now believes that voluntary programs may, by stemming "white flight," provide more stability and a greater degree of desegregation over the long term. She has received a grant from the National Institute of Education to test that hypothesis.

"No one has studied whether that continuation of decline [in a district's white student population] makes voluntary plans more competitive after eight or 10 years," she says. "No one has looked at the long-term impact. So when they say magnets can't do it, all you can say is, in the first couple of years they won't be as effective as a mandatory plan."

Importance of 'Context'

A number of researchers mention "context" as one of the most important determinants of a voluntary program's success.

"If you put it in terms of magnet schools and voluntary selection by itself achieving full desegregation, I'm not sure," says Marsha Levine, co-author of a paper last year on the subject for the American Enterprise Institute. "I think there's reason to believe that magnet schools can be successful, but I think it probably depends upon a whole set of preconditions and history that determine whether they will be effective in any one community."

According to Ms. Levine and others, those preconditions may be as mundane as a school district's physical layout, with its natural and psychological barriers, and as intangible as leadership.

Changing attitudes on the part of parents may also affect the success of voluntary desegregation methods, says David K. Lerch, who headed the federal government's program of grants for special desegregation projects until 1982, when federal block grants replaced the categorical program.

"Five years ago, I'd have said [a plan like Bakersfield's could not work], but I think today you could do it if it's done right," says Mr. Lerch, who is now president of the National Association of Magnet School Development, based in Alexandria, Va. "It can work if they pick and choose the right kind of district and programs. . . . If I were in Justice's shoes I would have made damned sure it had a chance of working before I approved it."

"Parents are not reacting to sending their children to school with kids of another race as much as they did," he adds. "They are more concerned about a proper basic education than they are with race. They are getting somewhat away from the neighborhood-school concept, and they're more willing to transport their kids halfway across the district if they think the program is worthwhile."

Mr. Lerch cautions, however, that inappropriate selection procedures can prompt charges of elitism and diminish the potential of magnet schools to aid with desegregation. "It's terribly important that you attract kids on the basis of interest, not ability," he says.

William L. Taylor, who negotiated on behalf of the N.A.A.C.P. in the Cincinnati case, says that despite his record of often insisting on mandatory student reassignments, "I have always believed that magnets or alternative schools can work in a context where there is an overall policy of desegregation. Students will make desegregative choices if they know that whatever they do, they are likely to be in a desegregated setting. On the other hand, if you tell parents they have a choice between segregation and desegregation, fear will take over and many will opt for neighborhood schools. There has to be a bottom line."

Highly Popular Option

Magnet schools came into being because they were viewed as a way of blunting community opposition to desegregation, those who have studied their development say. They have flourished, despite the cutoff two years ago of federal funds, because they have proven highly popular with parents—so much so that the term "magnet school" in many communities has lost any racial connotations and has come to mean any alternative school, whether or not it was established with desegregation in mind.

Parents in many communities seem to assume, Ms. Rossell says, that magnet schools are "better" than others, and there is some evidence that their students do score higher on standardized tests. But the differences and the reasons for them have not been quantified with any precision, and at this point assessments of magnet schools' educational effectiveness have become reminiscent of the debate over the relative merits of public and private schools.

In many respects, say Mr. Smylie and others, magnets share the characteristics identified in "effective-schools" research: They tend to have strong leadership, a cohesive curriculum, high expectations, and consensus among faculty, students, and parents as to their goals. These attributes, together with self-selection, or the commitment that is implicit on the part of families who bother to seek out the schools, should make for academic success, researchers say.

In their paper last year for the American Enterprise Institute, Ms. Levine and Denis P. Doyle ventured that "effective magnet schools provide quality education to average as well as above-average students. Indeed, they do more for average than above-average students."

The Lowry/Abt study found that, of 32 magnets reporting their student-achievement scores, 80 percent had average scores that exceeded those of their districts. The researchers added, however, that the selective admissions policies of some magnets influenced these results.

Mr. Royster, of the University of Rochester, says there may also be evidence that youngsters in some kinds of magnets do worse than average for their districts. "I don't think you can say categorically that there's a magnet-school effect," he says. "Intuitively, I'd have to say that the self-selection and motivation are very, very important."

Cost Factors

If magnet schools have social and educational benefits, they also have their costs. According to studies and interviews, they are more expensive to run than regular schools (although the cost per pupil declines over time), and probably costlier than running a school system under a mandatory busing plan.

In 1980-81, according to the Lowry/Abt study, the average total cost per student for magnet schools was approximately $200 more than for nonmagnets; the incremental cost declined to $59 in 1981-82. For secondary schools alone, the incremental cost per student declined from $850 to $200 over the same period, with $100 allocable to transportation.

Part of the extra cost is attributed to one-time expenditures for curriculum development, equipment, planning, and building renovation. The rest reflects higher costs for transportation and staff salaries (both because many magnets have smaller classes and because they often attract senior teachers who earn higher-than-average salaries).

From 1978 to 1981, the federal government, through the Emergency School Assistance Act's special-projects grants, earmarked funds to help defray the costs of magnets—about $125 million to $130 million over the life of the program; many school districts also used funds obtained under the larger E.S.A.A. basic program to support magnet schools, but the amount has never been determined.

Federal Funds Lost

When the Education Consolidation and Improvement Act was passed in 1981, eliminating E.S.A.A. along with about 30 other categorical programs, some observers predicted the end of magnet schools. As a result of the consolidation, many desegregating districts lost 90 percent or more of their federal funds.

In Milwaukee, "Magnets have to share the burden of reductions; class sizes are up," says David A. Bennett, deputy superintendent. In Montclair, recalls Judith H. Wilcox, the district's acting assistant superintendent for instruction, "We had to cut back on certain electives or put off some plans."

Nonetheless, magnets appear to have become so institutionalized and so popular that school boards have found the money to keep them going. The Lowry/Abt study found that many districts had to trim or otherwise modify their optional programs when they lost the federal funds. But, the report adds, "Only a few magnet schools have completely disappeared due to the loss of E.S.A.A. support, . . . and more districts have developed magnets without federal support than received federal grants the last year of funding." *(See chart on this page.)*

The House approved a $100-million ESAA reauthorization bill last June. A similar bill, which would be attached as a rider to the highly popular mathematics-and-science improvement measure, has languished in the Senate since early last summer. Earlier this month, the chairman of the Senate Labor and Human Resources Committee approached the supporters of the ESAA bill with a compromise that would provide urban school districts that lost money as a result of the program's elimination with $50 million in fiscal 1985. They reportedly have rejected his offer because it contains no mention of school desegregation.

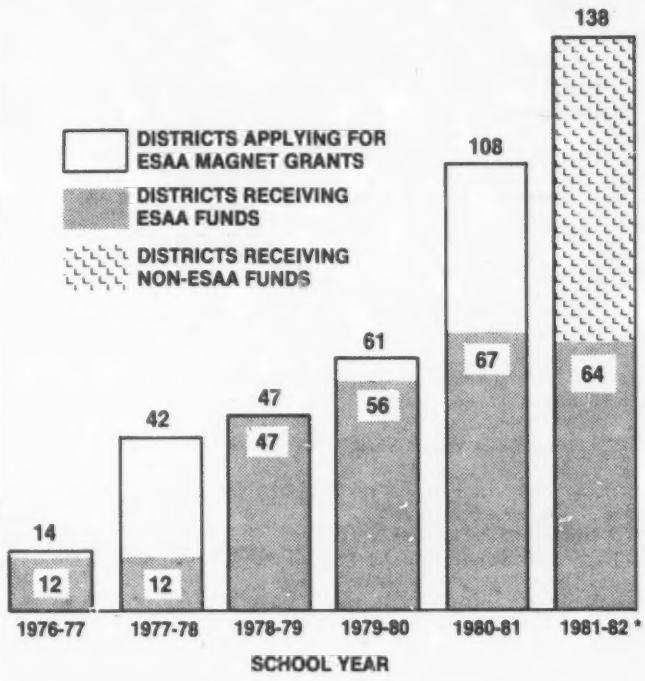
Others, including the authors of the Lowry/Abt report and Ms. Levine and Mr. Doyle of the American Enterprise Institute, have urged that the government resume its support for magnet schools. The arguments range from what some observers believe is inconsistent policy on the part of the Reagan Administration—emphasizing costly voluntary approaches to desegregation without providing any financial support—to the contention that magnets can provide incubators for innovative practices, to the ultimate benefit of all students.

"The federal government is supposed to be ripe for supporting excellence and voluntary programs," says Mr. Royster.

"If the incremental cost is 100 bucks per pupil, is that too much to bring about something exciting in education?"

Tom Mirga and Susan Foster contributed to this report.

Growth of Magnet Schools in Urban Areas, 1976-82



* 138 districts with magnet school programs (ESAA and non-ESAA). Based on a survey of all school districts having over 20,000 enrollment (275) and all other districts ever applying for ESAA Magnet Grants (75).

SOURCE: JAMES H. LOWRY & ASSOCIATES FOR THE U. S. EDUCATION DEPARTMENT

Mar. 7, 14, 1984 Not Filmed

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LESS NOISE
A federal program makes funds available to "soundproof" some schools that are near airports and consequently are plagued by the roar of jets—a situation that noise researchers say negatively affects students' learning.

See Page 6.

MORE TEACHERS
Surging elementary enrollments in the next decade will create an increased demand for teachers and new schools in California, especially in the smaller counties and in rural areas, according to a state study.

See Page 11.

BETTER HEALTH
The Beverly Hills (Calif.) School District has launched an ambitious fitness and health-education program for students, parents, and school employees that officials say could become a model for districts across the nation.

See Page 10.

EDUCATION WEEK

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Teaching: The Pressure for Change Is Mounting

N.E.A. Is Considering Major Policy Shifts

By Thomas Toch

A committee of high-ranking elected and appointed leaders of the National Education Association is recommending a major restructuring of the nation's public schools, one that would radically change the role of the teacher and the way instruction is delivered, according to the chairman of the committee and others within the N.E.A. who are familiar with its work.

In a draft report, the committee calls for an end to the traditional practice of promoting students from grade to grade on the basis of their age, and a new division of teaching tasks among school faculty members, John C. Board, president of the Montana Education Association and chairman of the committee, said last week.

"The organization of schools is currently patterned after the industrial-factory model," Mr. Board said. "The principal is the equivalent of a shop steward, and teachers and students are isolated parts of an assembly line. The fact is that students develop at different rates, and their movement through school shouldn't be standardized. Schools need to become more flexible in how they offer instruction."

New Staffing System

To promote such flexibility, the committee recommends the creation of a system of "differentiated staffing" within schools, Mr. Board said. Under such a system, teachers would assume much greater responsibility for organizing instruction than they now have, there would be substantially more specialization and collaboration among teachers, and the most skilled teachers would have greater authority than their colleagues and earn higher salaries.

"We are viewing ourselves differently than we have before," Mr. Board said. "We see teachers becoming specialists, diagnosticians, and facilitators of learning."

The committee is part of a task force created by the N.E.A. last summer to respond to the report of the National Commission on Excellence in Education. Committee members include Keith Geiger, vice-president of the 1.6-million-member union, and Roxanne Bradshaw, the union's secretary-treasurer.

The proposals to reorganize schools and alter the role of the teacher are long-range recommendations included in a broader set of recommendations made by the committee to upgrade the teaching profession, Mr.

Continued on Page 15

Chad Ellett, designer of a new teacher-evaluation system in Dade County, Fla., instructs principals in evaluation strategies.

Teacher Reforms Linked To Evaluation Systems

By Thomas Toch

On Jan. 26, a Thursday, Robert C. Graeff, the principal of Morgan E. Fitzgerald Middle School in Largo, Fla., sat in the auditorium of a Tampa high school, craning his neck with 500 others to see one of four television screens placed on the auditorium stage.

NEWS ANALYSIS

The previous Friday, the state had directed its school systems to select administrators to help evaluate applicants for incentive pay under Florida's new master-teacher plan. Because of a tight time schedule, those chosen, the state said, were to take a preliminary test of their ability to rate teachers the following Thursday. Mr. Graeff was not asked to be an evaluator until Tuesday, two days before the test.

In the auditorium, he spent an hour straining to focus on the videotape that was shown of teachers at work in a classroom and trying to analyze their teaching

Continued on Page 14

District Is Fined $24,000 by E.P.A. On Asbestos Rule

Move Said Aimed To Put Schools 'On Notice'

By Tom Mirga

WASHINGTON—The Environmental Protection Agency, in a move designed to put schools across the country "on notice," last week assessed a $24,000 penalty against a New Hampshire school authority for failing to report the presence of friable asbestos in some of the buildings under its control.

Last week's action against New Hampshire Administrative Unit 19 marked the first time that the agency invoked its civil-complaint powers under a May 1982 rule requiring all public and private schools to inspect their buildings for the substance and to notify employees and parents of the findings.

"This action shows that E.P.A. will not hesitate to fine school officials in this country who are negligent in telling parents about any asbestos danger faced by their children," said Alvin L. Alm, the agency's

Continued on Page 17

Parents 'Who Never Lost a Race' Seek Winning Education Early

Private Lower Schools Face Deluge of Determined Applicants

By Cindy Currence

The number of parents who want to enroll their children in private preschool programs and elementary schools has increased so dramatically during the last several years, according to independent-school educators, that the demand is creating problems for school administrators, parents, and children.

"Anybody who's got his eyes open is noticing it," says Robert Smith, executive director of the Council for American Private Education. "Parents are increasingly anxious to get their children into the pipeline for a good academic education."

Young, upwardly mobile parents of the Baby-Boom generation increasingly are turning to private schools to educate their children—parents "who have never lost a race in their lives," Mr. Smith said.

According to statistics from the National Association of Independent Schools, enrollments in the association's member schools'

Continued on Page 16

CLYDE KELLER

Faculty at The Little School in Bellevue, Wash., work to make children "feel good about themselves," says Eleanor Siegl, director of the school.

IN SUMMARY

Legislative Actions (Cont.)
Lawmakers in Washington, West Virginia, and Wyoming have adjourned after acting on many education bills. **Story on Page 5.**

School Finance in New Hampshire . . .
A study by a citizen's group has concluded that funding disparities among schools lead to educational inequity. **Story on Page 7.**

. . . And in the Rest of the Nation
A 10-year trend away from property taxes to support education will be reversed, an expert in school finance predicts. **Story on Page 7.**

School Reform in Texas . . .
The state board of education has adopted a 500-page educational-improvement plan. **Story on Page 8.**

. . . And a Controversy Over Evolution
The state attorney general says the board of education's rule on the teaching of evolution is unconstitutional. **Story on Page 8.**

Discrimination in Discipline
Seattle, like other districts, reports that disciplinary actions fall disproportionately on black students. **Story on Page 8.**

From Inner City to Foreign Country
Under the aegis of a new program in Boston, about 40 students will spend the summer abroad as exchange students. **Story on Page 10.**

From *Grove City* to . . .?
The Education Department drops a Title IX investigation; rights groups say a new federal law is needed. **Story on Page 12.**

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THE WEEK

FEDERAL

House and Senate To Consider Bill On Jobs for Youths

Members of both the House and the Senate have proposed legislation that would create a $2-billion youth-employment program designed to encourage potential high-school dropouts to stay in school.

The proposed bill, "the youth incentive employment act," would provide employment opportunities for unemployed and economically disadvantaged teen-agers between the ages of 16 and 19. Under the terms of the bill, about 1 million youths would be hired in the summer and during the school year to perform duties in public and private agencies.

The program would be administered in the states by the local private-industry councils that are being established to coordinate training programs under the Job Training Partnership Act, according to a spokesman for Representative Augustus F. Hawkins, Democrat of California, who sponsored H R 5017, along with 53 other representatives.

A similar bill, S 2397, has been introduced by Senator Edward M. Kennedy, Democrat of Massachusetts.

Bell Sets Standards For Academic-Fitness Awards Program

High-school seniors who have maintained at least a B+ cumulative grade-point average, have scored high on standardized tests, and have taken courses in the "New Basics" will be eligible to receive "academic fitness awards" from President Reagan this spring, Secretary of Education Terrel H. Bell announced earlier this month.

The awards, modeled after the physical-fitness and sports awards program created by President Lyndon B. Johnson in 1966, were announced by Mr. Reagan last December during the National Forum on Excellence in Education.

In letters to school superintendents and principals, Mr. Bell said the Education Department hopes "that this new program will do as much to promote academic achievement as the physical-fitness awards program has done for physical fitness and sports."

The awards will be made this spring to graduating seniors in public and private high schools that have elected to participate in the program, the Secretary explained. School principals, who must obtain the approval of their district superintendent or school board to participate, have been asked to notify the department by April 20 of the number of students selected for the awards.

The minimum critera for awards to graduating seniors are:

- At least a B+ cumulative grade-point average for grades 9, 10, 11, and the first semester of grade 12.
- A score placing the candidates at the 80th percentile or higher on any nationally recognized standard achievement test battery or college-admissions examination.
- Completion by graduation time of at least 12 course units in English, mathematics, social studies, foreign languages, and computer science. These courses were labeled the "New Basics" in the April 1983 report by the National Commission on Excellence in Education.

STATES

North Carolina Panel Urges Raises, Career Plan for Teachers

The maximum pay next year for North Carolina's teachers would be increased by more than 20 percent, to $26,190, and the salary of starting teachers increased by about 15 percent, to $15,710, if the legislature approves the staff recommendations of James B. Hunt Jr.'s education commission.

The maximum salary for the state's most experienced teachers is now $21,640. A starting teacher with a bachelor's degree earns $13,660 a year, and can earn up to a maximum of $19,680 after eight years. For a teacher with a master's degree, starting pay is $14,940 a year. The state's average teacher salary is $18,327. Some local school districts add supplements to the state's base salaries.

Additionally, the commission has recommended that the State Board of Education establish a "career-growth program" to help attract, recognize, and retain outstanding teachers. No indication of how teachers' salaries would be affected by the career opportunities was included in the report. The commission asked the state board to test a career-growth program in 24 pilot districts across the state by 1985.

Governor Hunt's budget chief said there will be enough money in the new state budget for a 10 percent across-the-board pay hike for teachers this year. Other state officials have estimated that about $200 million will be available this year for the teachers' salaries. Governor Hunt has said raising teachers' salaries is his first priority for the legislature's "short session," which begins in June.

The commission—a panel of 50 education and business leaders—met last week for the final time to approve the document. Mr. Hunt, who appointed the commision last fall, is expected to use the report as a blueprint for educational change.

Wisconsin Governor Threatens Freeze On Vocational Aid

Angered by the state General Assembly's failure to pass a bill that would give the state more control over vocational-education curricula, Gov. Anthony S. Earl of Wisconsin has threatened to withhold any increases in aid to vocational programs in the next biennial budget.

Members of the assembly approved a measure earlier this month that sets out a mission statement for vocational programs in the state. But the measure did not include a provision backed by Governor Earl that would have given the state board more control over the "initiation, modification, or discontinuance" of skills-training programs.

The lower house's version still must be approved by the Senate.

Governor Earl's strong backing of the skills-training provision was prompted by his concern that vocational schools were not tied to the needs of the state and local economies, according to Ronald McCrea, the Governor's spokesman. He said the Governor thinks the provision would "ensure that vocational schools are performing in a relevant way to the job needs of the state and that they reflect emerging jobs."

Until the schools re-examine the vocational curriculum, Mr. McCrea said, the Governor does not intend "to work toward increasing money for vocational schools" in the 1985-87 budget.

Pennsylvania Plans Summer Institute On Foreign Studies

Gov. Richard L. Thornburgh of Pennsylvania has announced plans for a "Governor's School for International Studies" for 10th- and 11th-grade students who are academically talented in the areas of social studies, foreign languages, and international issues.

The new summer program, which will be funded with state and private contributions, will open this summer at the University of Pittsburgh's Center for International Studies. Each year thereafter, the school's site will change, with the University of Pennsylvania scheduled to serve as the host site during the summer of 1985.

About 60 high-school students will be chosen to participate in this year's session, which will consist of a month-long program of instruction by faculty from secondary and post-secondary institutions.

The School of International Studies is the third special institute for

BEST AVAILABLE COPY

Baby-Boom Children Will Swell California System, Analyst Says

By Michael Fallon
Special to Education Week

SACRAMENTO—California will need about 60,000 new elementary-school teachers and more than 1,200 new schools in the next decade to meet an enrollment surge that will be proportionately far greater in smaller counties than in metropolitan areas, a state researcher reports.

"It's a state concern, but it's a regional problem," said James A. Fulton, a consultant to the State Department of Education. "The impact is going to be of a magnitude these smaller counties have never experienced."

Mr. Fulton, in a report to the California Board of Education, forecast an eastern migration within California by young families—from high-cost housing areas near cities and the coast to the rural central valley and the foothills of the Sierra Nevada.

Baby-Boom Offspring

Using population projections by the State Department of Finance, he estimated that California will have an additional 309,000 elementary students by 1987-88 and another 556,000 by 1992-93.

"The wave of the 'baby boom's baby boom' (the children of men and women now in their 30's, who had previously postponed having children) and children of recent immigrants will be cresting in our elementary schools throughout this decade," Mr. Fulton's report said.

It projected enrollment growth of 20 percent or more in 16 counties by 1987. Only two, San Bernadino and Riverside, are in southern California. The others are rural, foothill, or mountain counties in the northern and central parts of the state.

By Mr. Fulton's calculations, elementary-school enrollments in Los Angeles County will increase 7.1 percent by 1987. Two counties, he predicted, will lose students—San Francisco, down 1.2 percent, and its affluent suburban county of Marin, down 9.4 percent.

"Generally speaking, the push is going to come where . . . you don't have any facilities to fall back on," Mr. Fulton said.

He cited El Dorado, a not-heavily-populated county adjoining Sacramento that extends east and north through gold-rush foothills and the Sierra mountains to Lake Tahoe on the Nevada border. El Dorado's elementary-school enrollment will increase 48.5 percent—6,000 students—by 1987, he said. "You're talking roughly about 10 new schools and a cost of $35 million to $45 million."

Mr. Fulton's estimates California will need 25,000 additional elementary-level classrooms, or more than 1,200 new schools, by 1992, at a cost in excess of $5 billion.

In contrast to the growth foreseen at the elementary level, Mr. Fulton predicted that high-school enrollments will decline by 6 percent, or 71,000 students, by the end of the decade before they start rising again. But he said he nonetheless expected pockets of secondary-school enrollment growth in some of the mountain-foothill counties.

Despite the decline, he said, California will need new high-school teachers both to replace instructors who quit or retire and to meet minimum graduation requirements that first affect students scheduled to receive diplomas in 1987.

The report estimated that replacements must be found by 1992 for 32 percent of the instructors currently teaching high-school English, 35 percent of the foreign-language and science teachers, and 36 percent of the mathematics and social-studies teachers.

Demand Will Be Regional

There is a strong regional aspect to teacher supply and demand in California, the report suggested.

The survey, using current staffing ratios, found that California will be short 407 secondary science teachers next year. But the shortage does not exist in many places and is acute only in four southern California counties—Los Angeles, San Bernardino, San Diego, and Orange.

"We have focused so strongly on secondary schools recently that we have not seen that the elementary problem is bigger perhaps than people anticipated," Mr. Fulton said.

He has estimated that California's public elementary schools will need 60,000 new teachers over the next 10 years.

"The sleeper here is the private schools," he said. "The private schools may be viewed as prime competitors for the teacher supply during this period. . . . That pushes the total need for new teachers to closer to 70,000."

California's universities currently produce about 6,600 prospective teachers a year, indicating there could be as many as 66,000 applicants for state teaching credentials in the next decade.

However, the state also requires all prospective teachers to pass the California Basic Education Skills Test before they can obtain a teaching license. About 30 percent fail the first time they take it—a total that Mr. Fulton predicted will drop to an average of 10 to 15 percent.

Mr. Fulton said the problem of teacher shortages is "immediate and on us, and it's going to get worse in the next two to three years. We've got to start acting on it immediately . . . but we have the lead time to do it properly."

Change Eyed for 'Junk-Food Rule'

The Agriculture Department, in response to a November ruling by the U. S. Court of Appeals for the District of Columbia, last week proposed regulatory changes that would lift restrictions on the sale of foods of "minimal nutritional value" in schools participating in the federal lunch and breakfast programs.

In 1980, the department restricted the sale of such foods from the beginning of the school day until the end of the last school-lunch period. Foods—such as soft drinks and candies—that provided less than 5 percent per 100 calories of a group of specified nutrients were restricted.

In the suit by the National Soft Drink Association, the court rejected the "time and place" portion of the rule. The proposed change would restrict foods of "minimal nutritional value" only during breakfast and lunch periods, and only in cafeterias or other food-service areas. —A.H.

DATABANK

Projected High-School Graduates by State

Over the next 16 years, the number of high-school graduates is expected to drop sharply, from 2.9 million—the enrollment level for 1980-81—to 2.3 million in 1992-93, before climbing to 2.7 million by the year 2000. The figures presented below, compiled by the Western Interstate Commission for Higher Education, the Teachers Insurance and Annuity Association, and the College Board, represent estimates for both public and private high schools in 22 states and for public schools alone in the remaining 28 states. The actual number of graduates, note the authors of the report, could be higher than the estimates given here.

	1980-81 (actual)	1983-84	1986-87	1989-90	1992-93	1995-96	1999-2000
Alabama*	44,894	39,107	38,340	39,194	36,970	39,324	39,447
Alaska*	5,358	5,463	6,042	6,413	6,715	7,750	8,829†
Arizona*	28,416	26,765	27,528	27,523	26,137	28,032	34,262
Arkansas*	29,414	26,183	25,276	25,678	22,336	22,591	23,308†
California	271,474	248,156	256,343	239,213	244,731	271,932	320,997†
Colorado*	35,993	32,572	34,237	33,564	33,148	36,390	45,246
Connecticut	44,598	39,928	36,925	30,546	27,405	28,255	30,611
Delaware	10,894	7,786	7,278	6,680	6,115	6,420	6,805
District of Columbia*	4,848	3,870	3,270	2,802	2,483	2,386	2,388
Florida	99,511	92,175	92,873	96,522	90,639	93,848	119,621
Georgia*	62,963	58,943	56,695	51,833	53,665	54,929	58,862
Hawaii	14,610	12,612	12,772	12,010	11,784	12,809	14,376
Idaho*	12,931	11,734	12,209	12,585	13,385	15,606	15,789
Illinois	156,981	133,214	125,198	116,555	109,620	112,935	118,871
Indiana	80,783	70,168	65,172	64,614	60,059	59,000	59,384
Iowa*	42,355	35,869	33,179	30,558	29,102	31,169	31,279
Kansas*	29,397	26,027	25,386	24,462	24,061	25,427	28,329
Kentucky	46,297	42,717	40,817	40,542	37,140	37,981	37,585
Louisiana	54,571	48,908	47,666	46,988	47,051	51,923	58,349
Maine*	15,554	13,870	13,235	12,393	11,366	11,548	12,156
Maryland	60,893	56,228	52,370	45,046	40,664	42,500	48,888
Massachusetts*	75,934	67,715	62,150	51,994	44,634	45,807	49,420†
Michigan*	124,372	108,778	102,863	92,998	81,154	87,343	86,807
Minnesota	68,443	58,070	56,145	50,562	48,504	52,633	58,302†
Mississippi*	28,063	25,755	24,802	23,256	22,821	23,182	23,575
Missouri*	60,340	52,349	49,037	46,046	42,750	44,045	46,466
Montana*	11,634	9,783	9,494	9,022	9,005	9,847	10,569
Nebraska	23,729	20,472	19,302	19,023	18,608	19,589	21,033
Nevada	9,375	8,713	9,006	9,108	9,111	10,758	13,907
New Hampshire*	11,938	11,096	10,687	10,145	8,086	8,882	9,672†
New Jersey*	94,157	85,032	79,371	68,648	62,009	63,554	66,869
New Mexico	18,693	16,442	15,940	16,048	16,293	18,022	20,816
New York	230,237	206,490	188,510	166,220	156,588	155,531	166,187
North Carolina*	70,168	66,060	65,803	64,633	58,424	59,073	61,582
North Dakota	10,730	9,037	8,170	8,244	8,352	8,924	9,952
Ohio	154,489	139,655	131,817	127,124	116,787	119,968	122,666
Oklahoma*	38,823	34,527	36,828	38,029	35,939	37,710	48,284
Oregon*	29,354	26,612	27,261	25,580	25,703	28,443	29,938
Pennsylvania	169,075	150,864	138,189	124,876	112,153	113,472	121,093
Rhode Island*	10,719	9,543	8,483	7,365	6,294	6,859	7,404†
South Carolina	40,074	38,255	36,818	37,221	34,511	36,374	37,839
South Dakota	10,431	8,443	7,744	7,442	7,449	8,030	8,448
Tennessee*	51,021	46,560	45,138	45,201	41,056	42,515	42,888†
Texas*	171,665	159,108	172,179	184,515	189,690	202,979	255,370
Utah*	19,886	19,123	20,928	22,811	26,759	32,755	35,055
Vermont*	6,513	6,128	6,013	5,650	5,091	5,449	6,192
Virginia*	67,147	59,968	59,360	54,398	49,358	50,830	56,200
Washington	52,392	46,893	49,889	46,462	46,121	48,483	57,402
West Virginia	24,300	22,565	22,299	22,111	20,606	19,860	18,950
Wisconsin	75,692	66,432	61,253	54,568	51,898	54,656	59,242
Wyoming*	6,161	5,758	6,293	6,732	7,087	8,069	9,598
Total	**2,918,310**	**2,618,523**	**2,544,583**	**2,411,755**	**2,297,415**	**2,416,395**	**2,677,108**

* Projections include graduates of public high schools only. All other state projections include public and nonpublic high-school graduates.
† Projections are for 1998-99.

Source: Western Interstate Commission for Higher Education.